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ABSTRACT

A study explored the design and delivery of Chapter 1 instructional services for eligible non-public school students during the 1985-1986 school year--the first year following the Aguilar vs. Felton ruling. Compensatory education programs have been driven by numerous policies implemented to ensure compliance with regulations that have often overlooked program designs that would enhance more effective instructional practices. In the Aguilar vs. Felton ruling, when the Supreme Court ruled that Chapter 1 remedial instruction could not be provided on non-public premises, there was the potential for disruption of instructional services and an upheaval of a 20-year collaborative effort between public and non-public school officials. Methods of inquiry to explore the issues pertaining to Chapter 1 services rendered to elementary school students in one archdiocese included: survey questionnaire, telephone interview, on-site interview, and observation of the classroom instruction. Eleven schools were represented. Data were analyzed by comparing and contrasting the quantitative and qualitative aspects of the services offered during the school years. Findings suggest that there was an impact on all those involved with Chapter 1 services, and curricular issues should be foremost in the negotiation process. A positive view of the data suggested a half-full glass, rather than a half-empty one, although this view does not negate the problems experienced, nor the limitations that the Felton decision imposed. A draft copy of this paper is also included. (Two figure captions and two figures are attached.) (RAE)

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The Impact of the Felton Decision: Chapter I Services in One Archdiocese

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Abstract

Compensatory education programs have been driven by numerous policies implemented to ensure compliance with regulations that have often overlooked program designs that would enhance more effective instructional practices. In the Aguilar vs. Felton ruling, when the Supreme Court ruled that Chapter I remedial instruction could not be provided on non-public premises, the potential was there for disruption of instructional services and an upheaval of a twenty-year collaborative effort between public and non-public school officials. In our paper we discuss our investigation of the instructional services received in one archdiocese, one year following the decision, using several methods of inquiry. Our findings suggest that there was an impact on all those involved with Chapter I services, and curricular issues must be foremost in the negotiation process. A positive view of the data suggests a half-full glass, rather that a half-empty one, although this view does not negate the problems experienced, nor the limitations that the Felton decision procured.

The Impact of the Felton Decision: Chapter I Services in One Archdiocese

The design of compensatory education programs has been driven by numerous policies implemented to ensure compliance with federal, state and local regulations. As a result, program designs that might have incorporated more effective instructional practices have often been overlooked (Allington, 1986). Again, with the implementation of the Felton decision administrators and teachers were faced with the problem of adhering to regulatory issues foremost, and then focusing on effective instructional practices for students who were in need of remedial services. So, when the United States Supreme Court ruled in the Aguilar vs. Felton case, that providing remedial instruction on-site in non-public schools for Chapter I eligible students was unconstitutional, the potential was there for the disruption of instructional services and for the twenty-year collaborative effort between public and non-pubic school officials to experience tremendous upheaval (Cooper & Poster, 1986).

With the Felton decision occurring in July of 1985, public and private school officials were under very limited time constraints to meet, to discuss and come to a decision concerning the possibilities available to eligible Chapter I students in parochial schools. Therefore, during the remaining eight weeks prior to the beginning of the school year and well into the first school year following the Felton decision, public and private school leaders had to rethink and renegotiate the design and delivery of remedial instruction offered

under Chapter I of the Educational Consolidation and Improvement Act. School districts had seven options to choose from. These were: a) withhold services; b) seek a judicial "stay" and continue on-site services for a year or so; c) use third-party providers; d) use public school sites (dual enrollment); e) use neutral sites; f) use vans or semi-permanent buildings just off the school property; or g) link up the private school through an electronic system (Cooper, 1986).

While there has been much emotion and estimation concerning the effects of the Felton decision on Chapter I instructional services for parochial school students, there has been little in the way of systematic inquiry. Therefore, we chose to explore the design and delivery of Chapter I instructional services for eligible non-public school students during the 1985-86 school year--the first year following the Felton decision. Although school districts were in the process of adapting to the Felton ruling prior to and well into the school year, making it difficult to collect completely reliable information and findings that can only be considered tentative (Birman, Orland, Jung, Anson, & Garcia, 1987), we feel it represents how schools respond to policy implementation and the consequences that ensue.

Examining One Archdiocese

We used several methods of inquiry to explore the issues pertaining to Chapter I services rendered to elementary school students in one archdiocese. These methods included: survey questionnaire, telephone interview, on-site interview, and

observation of the classroom instruction received by Chapter I students in one parochial school.

First, a questionnaire was sent to the elementary parochial school principals in the archdiocese (a total of fifty-four). This request was a preliminary effort to acquire specific information concerning whether the school had participated in the Chapter I program during the school years prior to and following the Felton decision, and whether each administrator was willing to participate in other facets of the study. Thirty, more than half of the principals contacted, responded to the survey. Twenty-four (80%) indicated that they received Chapter I services during the year prior to Felton and seventeen (57%) noted that their school continued with Chapter I services during the first year after the Felton decision was made (see Figure 1).

Insert Figure 1 about here.

Exactly half of the principals who responded agreed to participate in another aspect of the study. We were successful with making contact with eleven of the principals. The remaining four were excluded because their time schedule was not conducive to this research study or they were unable to be reached. Thus, we conducted eight telephone interviews and three on-site interviews with parochial school principals in eleven different schools. Furthermore, in one of the schools we conducted observations of

classroom instruction for targeted Chapter I students. Interviews were held with the classroom and Chapter I teachers that we observed to substantiate the information recorded during these observations and gathered during the interviews with the principals. The decision to do telephone or on-site interviews with the individual principals was based on the availability of the principal and the representativeness of the option chosen to deliver Chapter I services to eligible parochial students (withhold services, use of public school sites, use of neutral sites, etc.). The observations we conducted in the one school were part of a national Chapter I study that coordinated well with the purposes of this project.

The major function of the telephone interview with the principals was to elicit information relevant to the type of services offered prior to and after the enactment of the Felton decision. Information was gathered using an opened-ended questionnaire that included the following: the number of students receiving services in math and reading, the amount of instructional time allocated for each subject area per week, the type of program design (e.g. after school, pull-out) and the scheduling of these programs into the school day, the coordination of the Chapter I curriculum with the core curriculum, the general satisfaction felt by administrators concerning the new program design and the services rendered, and specifically to the post-Felton period, what negotiation procedures and decisions were made to plan for these services for the 1985-1986 school year. These data were gathered approximately one year following the Supreme Court decision.

Using the same questioning format as that used during the telephone interview, three taped on-site interviews were conducted with the principals of three separate parochial elementary schools. By spending more time with the principals and meeting them face-to-face this method enabled the researchers to develop a rapport with their respondents and gather more specific information relevant to the study.

The observations of Chapter I eligible students were scheduled over the course of one month during the mid portion of the school year. We collected quantitative and qualitative data on both the parochial school classroom instruction and the Chapter I instruction which these children received in a nearby public elementary school. The observational data and the classroom and Chapter I teacher interview data were similar to that collected through the telephone and taped interviews and included: the type of instructional program (e.g. Chapter I reading), the student/instructor ratio, the type of instructor (e.g. aide, teacher, surrogate), the teaching format (e.g. lecture, guided seatwork etc.), the time spent on each activity, the type of material used, the opportunity for students to participate, and the success of the student completing the task.

Using this information with that offered by the parochial and public school administrators concerning the operation of Chapter I services prior to the Felton decision we were able to contrast and compare the Chapter I programs at two points in time and to evaluate the impact of the regulatory changes that the Felton decision fostered.

All data were analyzed by comparing and contrasting the quantitative and qualitative aspects of the services offered during the two school years. In addition, the program designs and the quality of instruction were examined in light of available literature concerning instructional variables in compensatory education programs which have been shown to facilitate achievement (Allington, 1986; Griswold, Cotton & Hansen, n.d.; Johnston, Allington & Afflerbach, 1985; Leinhardt & Pallay, 1982).

Interpreting the Decision and Providing Services

There was a general consensus among school officials that the guidelines available from the federal and state education agencies were unclear and inconsistent concerning eligible program variations and interpretations of the Felton ruling. This uncertainty regarding "proper" interpretation of the ruling impeded implementation of Chapter I services in some schools that reported receiving services during the post-Felton year. We found that both the public and the parochial school officials complained about the inadequacy of bureaucratic responses to queries concerning the appropriateness of program variations that were under negotiation.

Furthermore, virtually all the private school principals (85%) reported being less satisfied with the quantity and quality of the Chapter I instructional delivery than in previous years. In terms of the seven options noted by Cooper (1986), we found two to be most acceptable: the use of a public school facility or the use of a neutral site for remedial services. However, seven (29%) of the schools did

not continue with Chapter I services the first year after the Felton decision due to an inability to generate a compromise acceptable to both parties. From our analyses, the following findings concerning the provisions of services are reported below.

Disruption of Services The Felton decision created a substantial disruption (three or more months into the school year) in the delivery of remedial instructional services in about a third of the schools in the archdiocese. On the other hand, approximately two thirds of the parochial school principals reported no significant delay in the onset of Chapter I services following the Felton decision. It was reported that nearly one-half (45%) of all the schools receiving Chapter I services experienced a decrease in the amount of allocated remedial instructional time, when compared to the services they received during the previous school year. Also, nearly one-half of the private schools experienced a decline in the number of grades served by the Chapter I program during the first post-Felton year and similarly, approximately two-thirds of the parochial schools reported a decrease in the number of students participating in the services (see Figure 2).

Insert Figure 2 about here.

Scheduling of Chapter I Classes The vast majority of parochial school principals (80%) and their staff reported an increase in problems resulting from inflexible Chapter I schedules, particularly

when compared to previous years. In some instances, for example, the scheduling difficulties resulted in Chapter I participants missing substantial amounts of critical core curriculum instruction. One case, in particular, had parochial students students absent from the building for better than two hours a day three times a week for reading. These children received only 45 minutes of Chapter I instruction each of those days but were required to wait through two instructional periods before returning to the non-public school building. In this instance, an inflexible transportation schedule created a major difficulty. When the transportation and waiting-to-be-transported time is twice as large as the instructional time there is obviously a fundamental flaw in planning. Since these children missed six hours of classroom instruction in order to receive 135 minutes of remedial services, the remedial program would have had to be nearly three times more effective than the regular classroom reading program for an educator to justify such an arrangement.

Location of Services In addition to the inflexible schedules, problems arose just because of the necessity to travel off-site for services. This situation was a major concern of virtually all parochial school administrators (and often, the eligible students' parents). The loss of time due to transportation ranged from 15 minutes per week to 120 minutes per week (excluding Chapter I instructional time loss). Furthermore, a lesser number of parochial school principals expressed strong dissatisfaction with the quality of the transportation services. For instance, one official reported: "We had ten different drivers this term...some of them were pretty bad, not

dependable and would even pull off...and just stop at the store with children [waiting] on the bus." This administrator noted, as did a few others, that late arrivals and late returns from the public school site were all too common.

Coordination of Chapter I and Classroom Instruction Parochial school officials felt that the instruction offered by the Chapter I personnel seemed poorly coordinated with the instruction presented in the core curriculum in their private schools. They reported less evident coordination than in previous years and they felt the new arrangements of services (i.e., off-site programs) left them generally uninformed concerning the Chapter I curriculum and the actual instruction received by their students.

Despite these noted concerns about the lack of coordination and communication between the programs and staffs, none of the parochial school principals reported establishing or attempting to establish a formal plan for discussing students' progress with the Chapter I teachers. However, one principal anticipated that during the following year, one period a week would be set aside for coordination purposes.

Although there were no formal plans, and there were unanswered questions concerning interpretation of the Felton ruling regarding the extent of collaboration allowed between the public and parochial school personnel, some communication was evident. On two instances it was reported that the Chapter I teacher came to the private school at least every other week to attempt to coordinate instruction. Also, in one other case, a Chapter I aide was assigned by

the public school to deliver the services. In this case, the parochial school teachers suggested activities to be carried out during the remedial sessions. However, in all other schools, instances of communication and coordination were minimal or nonexistent. Where it was minimal, what generally occurred were two meetings, one in the beginning of the year and one at the end of the year, primarily to report test results.

From the classroom observations, we too found little evidence of instructional congruence or coordination, even though, or perhaps because of the fact, these pupils received exactly the same remedial treatments as their public school counterparts. Although the public school was attempting to follow the state education department guidelines for equitability by offering the identical curriculum content, the core curriculum in the public and private schools differed dramatically, Accordingly, this identical instruction, actually created curriculum conflict much more frequently than curriculum congruence (Johnston, Allington & Afflerbach, 1986).

Involvement in the Negotiation Process The less involved the non-public school personnel were in planning the changes in Chapter I services, the less likely they were to be satisfied with the final arrangement. For instance, the most vocal parochial school official noted: "I don't know how they planned. They just told us the program was going to be bussing. The program was not ours to set up... we had no knowledge of the plan. These times were given to us, the times the bus will meet the children and have them returned...He [the public school superintendent] was the boss. He had the big plan."

On the other hand, some parochial school officials reported being fully involved in preliminary to final planning stages with public school district personnel. Generally, these parochial school officials expressed a more sympathetic acknowledgement of the complexities and the restrictions imposed upon public school personnel.

In fact, the majority of private school principals reported that they felt the public school officials had worked very diligently to accommodate their needs and their dissatisfaction was not with the public school personnel but rather, it was with the changes necessarily mandated by the Felton decision itself. One private school principal eloquently noted that "those were her lambs getting on the bus and as a shepherd, I feel negligent in letting them out of my sight." She also expressed an uneasiness about monitoring the instruction since it took place in a public school that was the domain of another principal.

Discussion

It seems apparent, in this archdiocese, that the impact reached all those involved with Chapter I programs and services. Time and energy were spent on attempting to understand the legislation and carrying out the necessary negotiations. We found in this one archdiocese that there was a substantial decrease in the overall number of parochial school students participating in Chapter I. Likewise, the National Assessment of Chapter I (Birman, et al.)

reported similar findings. They noted that the proportion of eligible Chapter I students attending parochial schools has remained fairly stable over the past decade, however two years following the Felton decision, the number of participating parochial students has been the lowest number reported across all years examined. (However, there was no data for the first year following the Felton ruling.) This increase most probably reflect the impact of the Felton ruling. Birman et al. (1987) state

> Under pressure from the Court decision and their States to change the services they provided to private school students, districts experienced transitions that ranged from smooth to painful. Some districts made new arrangements quickly and continued to enjoy good working relationships with private schools, while other struggled for months to come up with a workable new plan, and still others found that no private school students would participate in the arrangements they devised. Although hard work did not guarantee success, Chapter I officials in some districts spent countless hours working out acceptable arrangements for private school students. In other districts, officials made rapid, arbitrary decisions that did not meet with success (p.112).

The parochial school principals we spoke with generally indicated that they felt the public school officials had worked hard to try and accommodate the needs of all eligible Chapter I students within the

district (in both public and parochial schools), however, they also felt that the level of instructional services ultimately attained were diminished in quantity and quality.

Once again in the design of Chapter I programs and services it seems that organizational, or structural, features took precedence. That is, the parochial and public school officials labored long and hard on negotiating sites, transportation and scheduling but neglected, generally, to address the issues of effective instructional practices. While it may have been assumed that any instruction offered would be effective we found it disturbing that the nature and quality of instructional activities to be delivered rarely were noted.

Although many of the procedural and organizational problems were addressed and resolved and services were given in many instances, there were still questions left unanswered and gaps to be filled. For example, in our discussions with parochial school principals and public school Chapter I staff it was obvious that they were unclear as to whether the public school Chapter I teachers were allowed to visit the parochial school to meet with the non-public school classroom teachers. Or were classroom teachers from the parochial school to go to the public schools for meetings concerning their students' programs? Or whether such meetings could be initiated at all? This confusion resulted in limited discussions between these two sets of teachers. In our observational study there were only two such meetings, one conducted soon after the initiation of services and one at year's end. There was no indication of cooperative planning but rather the agenda, as perceived by the

parochial school teachers, consisted only of an explanation of what type of program was to be offered. The organizational aspects were discussed and very little, if any, curricular information was shared.

In addition, the principal of this parochial school had concerns about the public school Chapter I instructional plans. However, she felt uncomfortable and out of place bringing her concerns to the attention of the public school staff. Even though she reported that the public school staff had been warm and cordial she felt she had no right to discuss the quality of Chapter I instruction. Her comment that, "They are not my teachers and it just doesn't seem my role..." seems to highlight her sentiments.

Unfortunately, this sentiment was echoed throughout the archdiocese in the schools that expressed dissatisfaction. The regulations were unclear as to the extent of collaboration allowed between the public and parochial school staffs. This left the coordination of instructional programs unaddressed, or at least not an obvious focal issue. Instructional coordination, even when addressed as a measure of communication (Allington & Johnston, 1986) seems to be a necessary component for successful remediation efforts (Griswold, et al., n.d.; Johnston, et al., 1985; Rowan, Guthtrie, Lee, & Guthrie, 1986). Unfortunately, however, in only a few instances did parochial school principals report that there were sufficient efforts toward communication between the two programs.

This lack of communication, in the observational school, was the primary basis for the conflicting curricula used in the two programs. The Chapter I staff were wholly unaware of the parochial

school reading program and, similarly, the parochial school staff had no idea what the Chapter I instruction entailed. Our observations indicated that one would expect little transfer of learning from one setting to the other since the curricular emphases were so different. We argue that in the absence of any predetermined coordination plan, regular teacher-to-teacher communication is essential if remedial instruction is to support classroom learning, or resolve classroom failure. In addition, we expect that a substantial portion of the dissatisfaction expressed by parochial school administrators and teachers could be overcome if more attention was paid to collaborative preplanning of remedial curricula and through frequent communication between teachers instructing the same children toward the same goal--enhanced achievement.

Likewise, as coordination and communication may be the first steps, curricular congruence is a necessary feature of effective remedial intervention (Allington, 1986). Thus, in fostering effective remedial programs in public and/or private schools, priorities should focus on communication between persons involved in planning and implementing the remedial students' instruction, integration of remedial instruction with the core curriculum to achieve curricular congruence, and the amount and quality of instructional time. Just as the instruction given to parochial school students is required to be equitable, so too should collaboration between public and parochial teachers be required.

Conclusion

There is much to be learned from the events of the first year following the Felton decision. The most important lesson, however, is that curricular issues must become part of the negotiation process. Effective remedial intervention requires Chapter I staff to have knowledge about the parochial school curriculum and the instructional efforts related to delivering that curriculum (Allington & Johnston, 1986) if it is to achieve its primary goal of supporting and supplementing the core curriculum so that students who are educationally and economically disadvantaged may achieve success (Allington, 1986). Administrators, teachers, reading specialists and students have often been faced with a variety of obstacles in meeting this goal. However, Birman et al. (1987) suggest that "districts have to find alternative ways to serve students attending private schools, [even though] Chapter I administrators face particular challenges in developing new approaches to servicing students who attend private schools" (p.171).

Unlike Cooper and Poster (1986) and Hertling (1985), we feel more optimistic about the potential for the development of effective Chapter I interventions after Felton. It seems quite premature to suggest, as have Cooper and Poster that "Off-site programs for parochial schools will not work in the long run." A more positive view of the data might indicate a half-full glass, rather than a half-empty one. Given the late date of the Felton decision (July, about eight weeks preceding the start of another school year) and the

longstanding tradition of slow movement in educational bureaucracies, one might view as surprising the fact that two-thirds of the parochial schools with Chapter I eligible children received services with no substantive delay and that the majority of the parochial school principals were satisfied with the public school efforts to meet their needs. This view does not negate the problems experienced, nor the limitations that exist, but it does suggest that the twenty years of collaboration is continuing and that in the end, we may yet find workable solutions to the problems created by the Felton decision.

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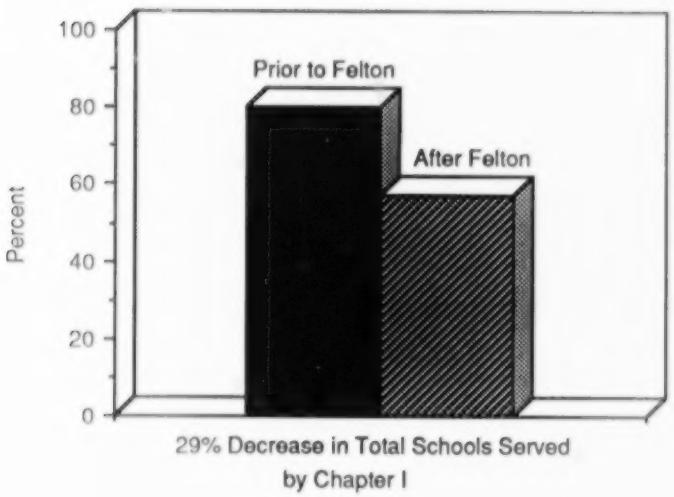
Figure Caption

Figure 1. Percentage of the total number of schools receiving Chapter I services during the year prior to Felton (1984-1985) and the first year following the Felton decision (1985-1986).

Figure 2. Comparison of quantitative variables existing during the year prior to Felton and the first year following Felton.

Figure 1


100
80
60
40
20
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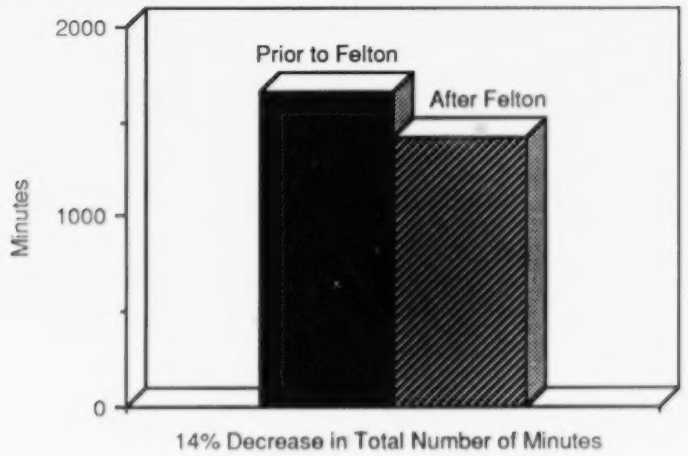
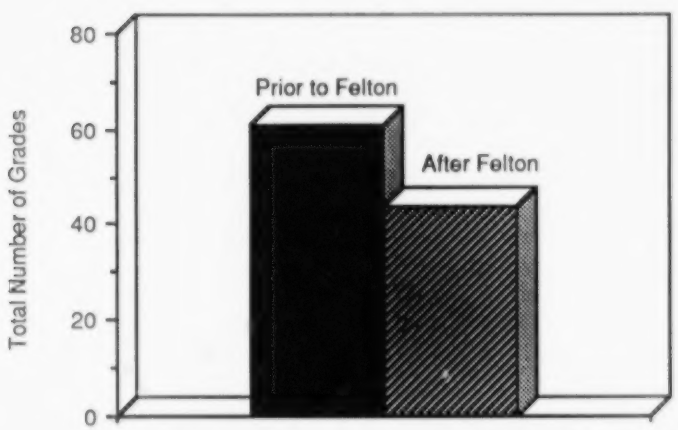
Percent
Prior to Felton
After Felton
29% Decrease in Total Schools Served
by Chapter I

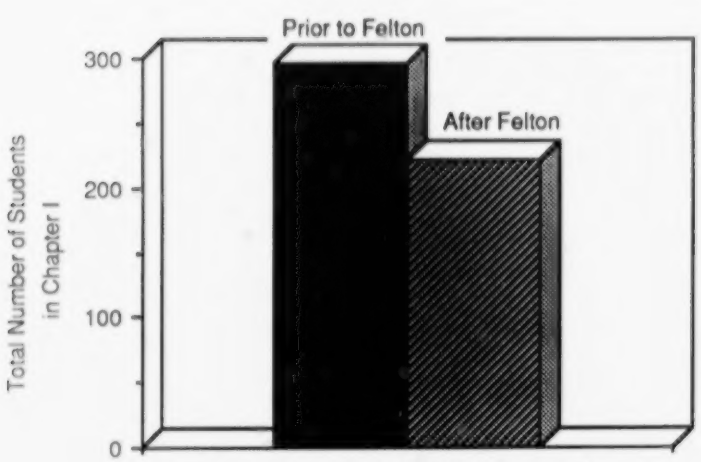
Figure 2



14% Decrease in Total Number of Minutes



28% Decrease in the Total Grades Served by Chapter I



25% Decrease in the Total Number of Students in Chapter I

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The Impact of the Felton Decision: A Case Study of Chapter I Services in One Archdiocese

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When, in July of 1985, the Supreme Court ruled that providing remedial instruction on site for Chapter I eligible was unconstitutional, the potential was great that a twenty year collaborative effort would experience tremendous upheaval and disruption. During the ensuing school year public and private school leaders had to rethink and renegotiate the delivery of remedial instruction offered under Chapter I of the Educational Consolidation and Improvement Act. While there has been much emotion and estimation concerning the effects of the decision on instructional services, there has been little in the way of systematic inquiry on these issues.

This paper reports a multimethod case study of Chapter I services in one archdiocese during the 1985-86 school year - the first year following the Felton decision. We used several methods of inquiry to explore the issues pertaining to Chapter I instructional services rendered to eligible students in elementary schools in the archdiocese. These methods included: survey questionnaire, telephone interview, on-site interview, and an observational study of the instruction received by Chapter I students. The data generated by these methods allowed us to derive the following conclusions.

1. The Felton decision created a substantial disruption in the delivery of remedial instructional services in about 30% of the archdiocesan schools. This disruption included either a substantive delay in the initiation of services or the rejection of services due to an inability to generate a compromise acceptable to both parties.

2. Nearly one-half of the children receiving Chapter I services experienced a decrease in the amount of remedial instructional time, when compared to the services offered in the 1984-85 school year.

3. A major concern of virtually all participating private school principals (and often, parents) was the loss of instructional time experienced as a result of the necessity to travel off-site for participation in Chapter I services. The time loss ranged from 15 minutes per week to 120 minutes a week (excluding Chapter I instructional time loss). A smaller number expressed strong dissatisfaction with the quality of the transportation services. One principal reported that "we had 10 different drivers this term...some of them were pretty bad, not dependable and would even pull off...and just stop at a store with children on the bus..." She reported, as did a few others, that late arrivals and late returns from the public school site were too common.

4. The vast majority of private school principals (80%) and teachers reported difficulties with the inflexibility of scheduling of Chapter I services, particularly compared to previous years. In some instances, this scheduling difficulty resulted in Chapter I participants missing substantial amounts of critical core curriculum instruction.

5. Virtually all of the private school principals (85%) reported being less satisfied with the Chapter I instructional delivery than in previous years.

6. The majority of private school principals reported that they felt the public school officials had worked very diligently to accommodate their needs and that the dissatisfaction was not with the public school officials, or with the quality of the instructional services but, rather, with the changes required by the Felton decision. One private school principal eloquently noted that "those were her lambs getting on the bus and, as a shepherd, I feel negligent in letting them out of my sight." She also expressed an uneasiness about monitoring the instruction since it took place in a public school that was the domain of another principal.

7. The instruction offered by the Chapter I personnel seemed not often well coordinated with the instruction offered in the core curriclum of the private schools. Private school principals reported less coordination than in previous years and felt they had less information about the instruction than previously. In our observational study we observed instruction in the private school classes and followed the children and observed the Chapter I instruction. We found little evidence of instructional congruence, even though (or perhaps because of the fact) the private school children received exactly the same remedial treatments as the public school children. Though the public school was attempting to follow the Education Department guidelines for equitability by offering the identical curricular content, the core reading curriculum in the public and private schools differed dramatically so that this identical instruction actually created curriculum conflict more frequently than curriculum congruence (Johnston, Allington and Afflerbach, 1985).

8. The lack of clear guidelines from the federal and state education departments, concerning eligible program variations and consistent interpretations of the Felton decision, impeded implementation of Chapter I services in many instances. Both public and private school officials complained about the inadequacy of bureaucratic responses to queries about the appropriateness of program variations under negotiation.

9. The more involved the private school officials were in planning the changes in Chapter I services, the more likely they were to be more satisfied with the final arrangement. The most vocal private school critic, for instance, noted "I don't know how they planned. They just told us the program was going to be bussing... The program was not ours to set up... We had no knowledge of the plan... These times were given to us, the times the bus will meet the children and have them returned... He (public school superintendent) was the boss. He had the big plan." On the other hand, other principals reported being fully involved in preliminary to final planning stages. These principals were far more likely to report a sympathetic acknowledgement of the complexities and the restrictions imposed upon public school officials.

10. Unlike Cooper and Poster (1986) and Hertling (1985), we feel more optimistic about the potential for the development of effective Chapter I interventions after Felton. It seems patently absurd to suggest, as have Cooper and Poster, that "Off-site programs for parochial schools will not work in the long run." A more positive view of the data might indicate a half-full glass, rather than a half-empty one. Given the last date of the Felton decision (July, about 8 weeks preceding the

start of another school year) and the longstanding tradition of slow movement in educational bureaucracies, one might view the fact that 70% of the schools with Chapter I eligible children received services and that the majority of the principals were satisfied with the public school efforts to meet their needs as surprising. This view does not negate the problems experienced, nor the limitations that exist, but it does suggest that the twenty years of collaboration is continuing and that, in the end, we may yet find workable solutions to the problems created by the Felton decision.

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